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Monterey, California: U.S. Naval Postgraduate School

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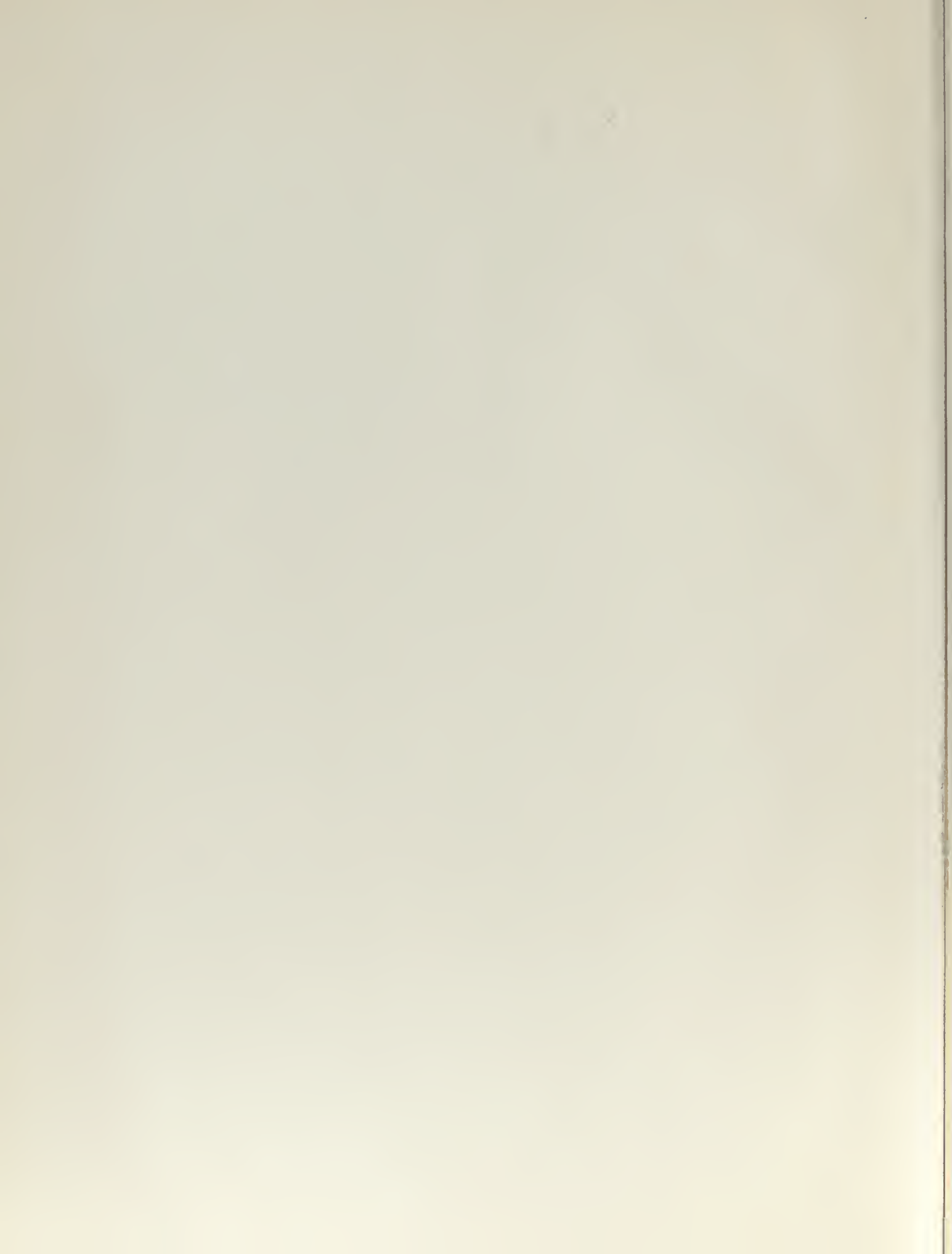
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A COMPARATIVE ANALYSIS OF PROGRESSIVE
TRANSFER POLICY AND THE U. S. NAVY'S
ROTATION AND ASSIGNMENT SYSTEM

WILLIAM S. HODGKINS





A COMPARATIVE ANALYSIS OF PROGRESSIVE
TRANSFER POLICY AND THE U. S. NAVY'S
ROTATION AND ASSIGNMENT SYSTEM

* * * * *

William S. Hodgkins

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TRANSFER POLICY AND THE U. S. NAVY'S
ROTATION AND ASSIGNMENT SYSTEM

by

William S. Hodgkins
Lieutenant, United States Navy

Submitted in partial fulfillment of
the requirements for the degree of

MASTER OF SCIENCE
IN
MANAGEMENT

United States Naval Postgraduate School
Monterey, California

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ROTATION AND ASSIGNMENT SYSTEM

by

William S. Hodgkins

This work is accepted as fulfilling
the research paper requirements for the degree of
MASTER OF SCIENCE

IN

MANAGEMENT

from the

United States Naval Postgraduate School

THE UNIVERSITY OF CHICAGO

THE DIVISION OF THE PHYSICAL SCIENCES

DEPARTMENT OF CHEMISTRY

1954

REPORT OF THE

COMMISSION ON THE STATUS OF THE

UNIVERSITY OF CHICAGO

ABSTRACT

The importance of progressive personnel policies in the Navy at a time when such policies are being increasingly recognized and employed by students and practitioners in the civilian world, and at a time when the Navy is experiencing difficult problems with personnel in the area of retention, cannot be overemphasized. One of the areas for attention to progressive policy and procedures is in the area of transfers, the Navy's rotation and assignment system. Some policies considered necessary for effective transfer of personnel are first discussed, followed by the policies and procedures of the Navy enlisted rotation system. Then a comparative analysis is made, to determine if important policy has been omitted, or ineffective policies have been included. Finally, some conclusions and recommendations are made.

The first of the two principal questions which arise in connection with the study of the history of the human mind is, what is the nature of the mind? The second is, what are the laws which govern its development? The first of these questions is the more fundamental, and it is to this that we now turn. The mind is that which is conscious of itself and of its own powers. It is that which is capable of feeling, of thinking, of willing, and of acting. It is that which is the seat of all our faculties, and which is the source of all our knowledge. The mind is that which is the principle of all our actions, and which is the cause of all our sufferings. It is that which is the centre of all our existence, and which is the focus of all our attention. The mind is that which is the essence of all our being, and which is the soul of all our life. It is that which is the source of all our joy, and which is the cause of all our sorrow. It is that which is the principle of all our wisdom, and which is the cause of all our folly. It is that which is the seat of all our virtue, and which is the source of all our sin. The mind is that which is the centre of all our universe, and which is the focus of all our destiny. It is that which is the essence of all our existence, and which is the soul of all our life. It is that which is the source of all our joy, and which is the cause of all our sorrow. It is that which is the principle of all our wisdom, and which is the cause of all our folly. It is that which is the seat of all our virtue, and which is the source of all our sin. The mind is that which is the centre of all our universe, and which is the focus of all our destiny.

PREFACE

The rotation and assignment of enlisted Naval personnel has been the responsibility of the Bureau of Naval Personnel since the inception of this Bureau. This is a complex and important function which relates not only directly to each and every individual in the Navy, but indirectly to the readiness and capability of the Navy and the total defense effort in an era where our Nation's defense capability is preventing all-out nuclear holocaust and is aiding many nations in their fight against Communism. This distribution system generally served well in utilizing the talents of the enlisted personnel and in maintaining fleet readiness and shore capability during and after the war years. The mechanics of the distribution system have progressed admirably through the use of the advancing capabilities in personnel accounting, electronic accounting machines and finally automatic data processing which is being used presently, but which has probably not reached its full capability. However, the mechanics of the distribution system cannot be held responsible for its adequacy or its inadequacy. The true responsibility for effective distribution lies with the Navy's policy in this regard, and those who make it. In an era of advancing recognition of the importance of human relations and increased regard for each individual in an organization the Navy's policies must be examined in light of this increased awareness. Within such a vast organization there are many areas on which attention must be focused. One of the most interesting, and in recent years an area of considerable controversy, is the rotation and assignment of personnel within the organization structure, the transfer of men between permanent

duty stations. It has become increasingly apparent in recent years that certain aspects of the Navy's overall policies and procedures, not particularly in the area of rotation although this is an area worth studying, are causing turnover problems which are fast approaching the crisis stage. Enlistment quotas are not being met, millions of training dollars are being spent on men who stay in for a minimum required tour length and return to civilian life, standards are lowered for entrance into the Navy and eventually readiness, and the Nation's defense must suffer. Although there are turnover problems within the officer rank structure, the major problem area today is with enlisted personnel. For this reason, as well as to focus on one particular aspect of Navy policy and procedures, the rotation and assignment of enlisted personnel will be the area of study.

To provide contrast and a basis for comparison the transfer policies advocated by a considerable number of psychologists, sociologists, personnel workers and industrial relations experts, and practiced by progressive business men throughout the country has been outlined. Since the advent of the Hawthorne studies and the human relations movement in industry, enlightened business leaders have recognized the necessity for clear cut, well defined and adequately publicized policy with regard to their utilization of the individual. They have recognized that effective, cooperative work efforts are achieved when the individual has the ability to control his working life to the maximum extent which is compatible with organizational goals. Business leaders, aided by the increasing knowledge of psychologists and sociologists in the work environment, are increasingly recognizing individual and group goals,

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and are ever seeking to more closely align these goals with the direction of the organization. Progressive managers, while not always conforming in detail, have tended to conform generally to the transfer policies outlined in Chapter I. This chapter will present a background and definitions, some factors involved in transfers, and some recognized progressive transfer policy. Chapter II will present the transfer and rotation policy and procedures currently in use in the U. S. Navy for enlisted personnel. Chapter III will consist of a comparative analysis of Navy policy versus the policy outlined in Chapter I, and Chapter IV will present conclusions, recommendations and possible areas for further study.

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CHAPTER I
RECOGNIZED PROGRESSIVE TRANSFER POLICIES



CHAPTER I
RECOGNIZED PROGRESSIVE TRANSFER POLICIES

Introduction and Definitions.

The movement of individual members of an organization, within an organization, can occur in three possible directions, vertically, horizontally and diagonally. Vertical movement includes promotions and demotions, horizontal movement is made up of transfers or rotations, while diagonal movement is a transfer coupled with a promotion or demotion. Transfers, the horizontal direction of internal movement, will be the subject of this report. Transfers has been formally defined by Professor Jucius, Professor of Business Organization at Ohio State University, in his book, Personnel Management:

Transfers: "Changes in which pay, privileges and status of the new position are approximately the same as the old."¹

This is a rather broad definition and one which might lead to some confusion. For purposes of this report, transfers may be more aptly defined as the movement of an individual or group, within an organization, to a new position or environment in which pay, privileges and status are approximately the same as in the old position.

Are there any problems associated with the transfer of members of an organization and if so are they significant enough to warrant consideration? The answer to both questions is definitely 'yes'! There are three types of goals included within the framework of any organization, formal organizational goals, informal group goals and individual

¹Michael Jucius, Personnel Management (Homewood, Ill: Richard D. Irwin, Inc., 1955), p. 207.

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goals. The policies and procedures utilized by the organization for the rotation of its members may have an effect on each goal separately or all three in any one movement. If management is to continue its progress toward the formal goals it must recognize the impact of movement on all the goals, and seek by its policies and procedures to bring individual and informal group goals as closely aligned to formal goals as possible. According to Jucius, when an employee is placed in a position in which he can be most productive, the chances for successful results of the organization for which he works are consequently increased.²

Transfers in the business world occur for many reasons, most of which can be classified into one of the following five types:

(1) Production transfers - these are movements from jobs or locales with declining labor requirements to jobs in which the need for labor is increasing.

(2) Replacement transfers - these are all transfers resulting from an overall decline in organizational activity necessitating lay-offs, but in which senior, or otherwise privileged employees are transferred throughout the organization in order to retain their services as long as possible.

(3) Versatility transfers - transfers of high quality employees in order to give them broader experience and to provide the organization with a more versatile work force and possible management talent.

(4) Remedial transfers - these are transfers used to remedy faulty placement of individuals, to separate personality clashes, to remove older employees to less strenuous work, etc.

²Ibid. p. 207.

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(5) Personnel transfers - transfers primarily for individual convenience, such as changes in preference for certain shifts, health considerations, transportation needs, family considerations and so forth.³

There are many factors which must be considered in establishing worthwhile policy for the transfer of personnel. Although these factors interact to produce an overall effect, for purposes of clarity they have been grouped under the headings of individual factors, informal group factors and managerial factors.

Individual Factors.

A major individual consideration in any transfer is the question of seniority. This is of particular concern in organizations where seniority plays a relatively large role in comparison with merit in all employee decisions. The employee will, of course, wish to maintain previous seniority in any transfer, but this can have adverse effects on the informal group which the employee is joining. Jucius has written that in most industrial organizations the seniority status of transferees is not traditionally protected unless specifically stated in company policy or union agreement.⁴

Another individual factor is that of status. Although we have described a transfer as a movement in which status and privilege does not change, it may make a good deal of difference which element in the organization is describing the relative status of two positions. Two jobs which appear equal in status to the managerial element of the

³Paul Pigors and C. A. Myers, Personnel Administration (New York: McGraw Hill Book Co., Inc., 1956), pp. 246-247.

⁴Jucius, op. cit., p. 221.

organization may appear entirely unequal to an individual involved in the transfer. Furthermore, the status of the individual, as he perceives it, amongst his fellow workers in the present position, and his status as he expects it to be in a new position, may greatly influence his attitude toward a change.

Individual interest, skill, ability and experience are factors which must be considered in any transfer. Will the transferee have the skill, ability and experience necessary for the new position, and if so will he have enough interest to put them to effective use?

Another factor in transfers is that of determining who the transfer request comes from. Is the transfer request initiated by the individual or by the managerial element of the organization? If by the individual does it reflect discontent with a supervisor or inability to get along with the informal group? Perhaps the individual finds the work routine, monotonous and both the individual goals and the organization goals would be better served by a transfer to a more challenging position. Lee Hill, a partner in a management consultant firm, points out that fairly strong forces are at work when an individual requests a transfer. Human inertia in many workers may cause the individual to want to remain on the same job, fairly strong discontent with work, supervisor, environment or fellow employees is necessary to overcome this inertia.⁵ Further forces in overcoming inertia might be strong desires for advancement, or ambition toward achieving personal goals which could be put to good use in furthering organizational goals.

⁵Lee H. Hill in J. K. Lasser's Business Management Handbook (New York: McBraw Hill Book Co., Inc., 1952), p. 307.

Closely related to factors of status and pride is the factor of craft-consciousness. Workers placed in new job situations may complain of being out of their job specialty or category. Strauss and Sayles point out that craft-consciousness is apparently spreading from building trades into all of industry, and that management increases craft-consciousness by over emphasizing specialization and division of labor.⁶

Informal Group Factors.

As previously mentioned, seniority is a factor which can have effects on the informal group into which the individual is being transferred. In a business having organizational wide seniority rights, an individual transferred into a particular department may carry with him seniority rights which places him in a more senior position than other members of the new group who have regarded their senior position highly. Robert Dubin has pointed out that transferees who have not undergone the early stages of a career pattern in a particular setting may cause antagonisms among the group who have undergone the apprenticeship stages.⁷

Individuals leaving a particular group may have been one of the group leaders, causing disruptions of the group work patterns. In contrast, a natural leader going into a new informal group may provide the spark necessary to increase the efficiency and output of all the members.

⁶George Strauss and Leonard Sayles, Personnel, The Human Problems of Management (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1960), p.476.

⁷Robert Dubin, The World of Work (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1958), p. 285.

The American Medical Association is a non-profit corporation organized for the purpose of promoting the interests of the medical profession and the public. It is organized into a national association and a number of state associations. The national association is organized into a number of departments, each of which is responsible for a particular phase of the work of the association. The departments are: the Department of Education, the Department of Legislation, the Department of Public Health, the Department of Research, the Department of Statistics, the Department of Publications, the Department of Finance, and the Department of General Affairs.

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Managerial Factors.

The first managerial factor to be considered is that of whether to have an informal or a formal transfer policy. Informal policy would operate by waiting until an opening occurs, or a transfer request is initiated, and then determining how to fill the position or whether to undertake the transfer. Formal policy would be an overall planning effort that would lend direction to transfers. It would establish procedures and guidelines for all transfers, would take into account the necessity for versatility transfers and would provide that as many transfers as possible would enhance formal goals, individual goals or both.

A very major factor falling into this group is that of line versus staff in carrying out transfers in the organization. Good arguments can be presented for both sides. Advocates for the staff responsibility would argue that the records of individual ability, aptitude and interest maintained by a personnel department, as well as specialized skills of staff members and the time and energy required in carrying out an effective program all point to the necessity of having staff responsible for transfers. Dale Yoder, however, states that transfers are a fundamental responsibility of the line organization with the staff playing a major role. Staff can be helpful in developing sound policy and in its communication and interpretation, and can advise on the application of policy to specific situations.⁸

The amount of decentralization in an organization, and its resultant

⁸Dale Yoder, Personnel Management and Industrial Relations (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1956), pp. 601-602.

effect on the attitudes of supervisors and department heads may be an influencing factor in transfers. In highly decentralized organizations supervisors may narrowly view their particular section as the center of the organization, seeking to hold all individuals they consider as desirable and transferring individuals that are undesirable, regardless of the effect on individual goals and the goals of the formal organization. Scott, Clothier and Spriegel have stated that in some organizations, all transfers have been placed under the control of one executive or office. Under such auspices transfers can become an important part of the total training effort,⁹ and considerably enhance organizational and individual goals. The control center can also prevent suboptimization by supervisors and department heads.

Cost also plays a role in transfers. Generally speaking, an individual who is transferred will operate at less than peak productivity for some period of time. Training costs may enter the decision as well as moving expenses if the transfer is one involving change of location. Returns on costs which the individual will provide in the new position must be considered. An efficient, quick learning and industrious individual will probably provide high out-put long before a slow learner who requires maximum supervision.

The final factors in the managerial or organizational category are whether the transfer must be accepted by the individual, the constraints of union agreements, if any, and the factors of communications and decision

⁹W. D. Scott, R. C. Clothier and W. R. Spriegel, Personnel Management (New York: McGraw Hill, Inc., 1954), p. 221.

centers. Requirements for acceptance of a transfer vary from organization to organization and for different hierarchies within an organization. More stringent firms require acceptance of an offered transfer or outright release, while liberal organizations may leave the decision entirely to the individual effected. William Whyte, Jr., in Organization Man, reported one company President as saying that they never make a man move, however, he kills his career if he doesn't.¹⁰ Such an attitude may be of benefit to an organization only if the forcing of an unwanted transfer does not have detrimental personal effects on the individual which far outweigh the gains to the firm which come from the transfer.

Union agreements, which managers must learn to live with and make use of, may place definite constraints on transfers. The union contract may definitely outline seniority policy in transfers and may place limitations on the types of work which individual union members may perform.

Finally, in any transfer, there exists the possibility of disrupting important lines of internal communications and the breaking up of useful decision centers. Key individuals within an organization structure who are not formally recognized as being important communication links or as providing accepted decisions may, in fact, be providing an informal service, or disservice, which should be recognized and understood by management before it is disrupted. The identification of such individuals before they are transferred is a factor which should be considered.

The many factors outlined above provide the basis for developing

¹⁰William H. Whyte, Jr., The Organization Man (Garden City, New York: Doubleday and Co., Inc., 1956).

and executing a sound and workable transfer policy. With these factors in mind, an outline of progressive transfer policy has been produced. But before actually embarking upon a set of policy statements it is necessary to have goals or objectives firmly in mind. Without a direction toward which all policy is pointing, a definitive goal such as the production and maximum sale of a quality product which the populace will buy and which will provide a reasonable profit, the policy has no basis and is meaningless. Therefore, if goals have not been established, a prerequisite to policy making is the outlining of the direction which the managers wish the organization to go. This, of course, involves many variables and considerable careful thought and planning, and is beyond the scope of this report, therefore, the following broad outline of transfer policy is presented with the assumption that goals or objectives have been set. The policy outlined is no panacea for every firm, and as has been pointed out, there are disagreements about certain aspects. In general, however, the policy statements discussed are widely advocated by writers in this field, and often accepted by progressive business leaders.

Transfer Policy.

The first issue involved in establishing transfer policy is that of formal versus informal policy. In all cases involving an organization of substantial size the advantages of formal policy far outweigh any advantages of informal policy. Waiting until the necessity arises to make a transfer, then deciding how and by whom the position will be filled does not take into account the versatility transfer, leads to haphazard, ill-considered movement of individuals and has the grave disadvantage of not being published and publicized for the benefit of all employees.

Formal policy has the opposite effect, plus allowing for some form of advance planning, accounting for necessary training for the transfers, and utilizing the thinking of top management.

Having resolved that formal policy is best in most circumstances, the next function is to conduct job analyses. Without accurate knowledge of the positions into and out of which individuals will be transferred, effective movement is difficult. Job analysis should include, besides the actual work description, vertical and horizontal relationships of the positions within the organization, both as seen by management and by the employees. They should include information about informal group relationships, existing communications and decision centers and informal leadership hierarchies. In conducting job analyses, Strauss and Sayles recommend defining jobs in terms of the actual work that needs to be done rather than in terms of abstract skills. This will help correct the problem created by craft-consciousness among some workers.¹¹

The next policy issue will be that of deciding whether the line, staff or a combination of both will perform transfers within the organization. In most situations the best policy will be a combination, with line having final authority and responsibility. In such circumstances the line should provide information on individual skills, ability, experience and interest, as well as possible group reactions to the transfer. The staff should provide records on past performance and individual aptitudes and try to integrate the transfer with organizational training efforts. Such a system depends on coordination and cooperation between

¹¹Strauss and Sayles, op. cit., p. 221.

the first time all of the following conditions were met:

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line and staff, and requires that each individual involved in a transfer keep organizational goals clearly in mind. Subverting of organizational goals to suboptimize the output of a particular department or individual is an easy trap into which management can fall, for this reason the line management, who are ultimately responsible to the owners for the direction of the organization, should have final responsibility in individual transfers. Scott, Clothier and Spriegel recommend that all transfers be placed under the control of one executive or office.¹² This would provide central planning and guidance in carrying out policy and could be used to advantage in coordinating organizational training. This would probably be feasible only in large organizations if it is the sole function of the particular executive or office. In smaller organizations it could be a collateral duty; in either case the executive or office should be part of the line structure.

A major policy issue will be that of seniority in transfers. Although the seniority plan within an organization will be of wider scope than that involved strictly with transfers and may be under the constraints of union agreement, policy makers should thoroughly consider the best seniority plan for their transfer situation, make modifications of existing seniority outlines if possible and be sure that any modifications are thoroughly understood by all employees. Additionally, free use of transfers should be sought in union agreements to the maximum extent possible. In many cases, constraints, such as union rules which prohibit completely free use of transfers, not only restrict accomplishment

¹²Scott, Clothier and Spriegel, op. cit., p. 221.

of organizational goals, but also the goals of the individuals they seek to protect. Jucius has pointed out that in most industries the seniority status of transferees is not traditionally protected unless specifically stated in company policy or union agreement. He suggests, however, that transferees should have some measure of adjusted seniority. Several types of seniority systems can be used, including company wide seniority, occupation or specialty seniority, or departmental seniority.¹³ The user of a company wide seniority system must be aware of the possible antagonisms which may develop when a more senior individual is transferred into a working group. On the other hand, departmental transfers may result in reluctance of individuals to leave their department, as well as frustration if forced to forego hard-won seniority rights. There is probably no one best system of handling seniority rights in a transfer situation. Each organization will have different types of problems, however, a recognition of the basic issues and a knowledge of the pitfalls can lead to effective policy.

A definite policy statement that is applicable to all organizations is that versatility transfers should be based on past performance, merit and potential or aptitude for the new job, since these transfers have an underlying purpose of training and supervisory/management development. Dorman has stated that versatility transfers can vary in length from one month to one year or more depending on the complexity of the job.¹⁴ The

¹³Jucius, op. cit., pp. 220-223.

¹⁴R. W. Dorman, "What Personnel Rotation Can Do For Your Firm", Administrative Management, December, 1963, p. 33.

length of time will also vary with the aptitudes, abilities and initiative of the individuals involved.

Having resolved some policy issues, the following policy elements should be published and publicized:

- (1) A plan of job relationships - this may be in graphical form and can help alleviate disagreements between images existing in employee's minds and in executive's minds concerning these relationships.
- (2) When, and under what circumstances, transfers will be made.
- (3) Channels for routing requests.
- (4) Transfer effects on seniority rights whenever they are an issue.
- (5) Requirements for acceptance of transfers.

Further policy requirements are:

- (1) Uniform application throughout the organization.
- (2) Careful consideration of each transfer. If not employee initiated a thorough discussion of the reasons for the transfer should be held with the employee. If it is employee initiated, a thorough search into the real reasons for the request should be made.
- (3) Whenever feasible, the anxieties of a new position should be relieved by allowing transferees to assume positions on a temporary basis before making a final decision on the transfer.¹⁵
- (4) Seek cooperation for the policy at all levels to prevent sub-optimizing at the lower levels.
- (5) In any transfer consider the costs and the constraints of the union.

¹⁵H. W. Hepner, Perceptive Management and Supervision (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1961), p. 251.

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(6) Once a transfer is made, follow it up. If it has caused shifts in lines of communications or decision centers, determine what the new lines are and where the new centers are located. Determine if the transferee is able to handle the new position and learn the changes in informal inter-relationships which have occurred.

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CHAPTER II

NAVY ENLISTED ROTATION POLICIES AND PROCEDURES



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NAVY ENLISTED ROTATION POLICIES AND PROCEDURES

Background

The existing policies and procedures which guide the rotation and assignment of the Navy's enlisted men are set forth in a number of official Navy sources which have their basis in Department of Defense Directives, Executive Orders, Acts of Congress and finally, the people of the United States as expressed through these Acts and Orders. The major Navy sources are the U. S. Navy Regulations, the Bureau of Naval Personnel Manual, Navy Department instructions and notices and the Enlisted Transfer Manual. United States Navy Regulations charges the Bureau of Naval Personnel with the responsibility for the procurement and distribution of all Naval personnel and for the establishment of complements and allowances of personnel of the Navy for all activities of the Navy.¹⁶ The Bureau of Naval Personnel Manual expands this requirement by stating that this responsibility of the Chief, Bureau of Naval Personnel includes the supply, distribution, transfer and special assignment of enlisted personnel to meet the requirements of the fleet and shore establishment.¹⁷ The Chief of Naval Personnel has redelegated certain authority and responsibility to certain administrative commands, afloat and ashore, to distribute personnel and effect transfers.

¹⁶United States Navy Regulations (Washington, D.C.: U. S. Government Printing Office, 1948), p. 45.

¹⁷Bureau of Naval Personnel Manual, Revised (Washington, D.C.: U. S. Government Printing Office, 1959), p. 221.

THE HISTORY OF THE UNITED STATES OF AMERICA

1880

The history of the United States of America is a story of growth and development. It is a story of a people who have built a great nation from a small colony. The story begins in 1492, when Christopher Columbus discovered the New World. From that time on, the United States has been a land of opportunity and freedom. It has been a land where people of all races and religions have found a home. It has been a land where the dream of a better life has been realized. The story of the United States is a story of progress and achievement. It is a story of a people who have made the world a better place. The story of the United States is a story of hope and faith. It is a story of a people who believe in a better future. The story of the United States is a story of a people who have built a great nation from a small colony. It is a story of a people who have made the world a better place. The story of the United States is a story of progress and achievement. It is a story of a people who have made the world a better place. The story of the United States is a story of hope and faith. It is a story of a people who believe in a better future. The story of the United States is a story of a people who have built a great nation from a small colony. It is a story of a people who have made the world a better place. The story of the United States is a story of progress and achievement. It is a story of a people who have made the world a better place. The story of the United States is a story of hope and faith. It is a story of a people who believe in a better future.

THE HISTORY OF THE UNITED STATES OF AMERICA
1880

The distribution and duty rotation of personnel depends upon the requirements of the various units of the Navy, as indicated by their respective approved complements (mobilization requirement) and allowances (peacetime requirement) of personnel. The U. S. Navy, with its world-wide military and diplomatic missions, is required to operate and maintain more than 3000 ships, stations, squadrons and units, requiring the services of about 500,000 enlisted personnel. The many and varied tasks which must be accomplished by the various Naval activities throughout the world require varying degrees of specialties and sub-specialties, therefore, in addition to filling these activities with the proper number of personnel, the Chief of Naval Personnel must fill complements and allowances with enlisted personnel who are capable of performing the tasks that each activity must perform.

Policies

Having set the stage for the necessity of a rotation and assignment system within the Navy, the basic policies pertaining to enlisted transfers may now be examined, along with the procedures that have been established to implement the requirement and the policy. The important principles and policies are contained in the Enlisted Transfer Manual, the so called bible of rotation and assignment, which is published by the Bureau of Naval Personnel.

(1) Enlisted personnel shall be distributed to all activities equitably by rates, ratings and total numbers in proportion to authorized allowances.

(2) The Career Enlisted Rotation System, with procedures of SEAVEY (sea duty survey) and SHORVEY (shore duty survey), provides for the

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rotation of eligible enlisted personnel from sea duty or overseas shore duty to shore duty and from shore duty to sea or overseas shore duty.

(3) In delegating distribution authority, the Chief of Naval Personnel allows sufficient latitude to permit equitable distribution among all assigned activities, regardless of type of duty.

(4) Reserve personnel (USNR) on active duty shall be distributed so as to provide maximum integration with Regular Navy (USN) personnel.

(5) In making assignments, first priority shall go to the duty preferences of career petty officers rotated under SEAVEY-SHORVEY procedures. Career petty officers are those petty officers who have served or have obligated themselves to serve 6 years of active Naval service or more.

(6) Rotation assignments shall be made with the view of providing the individual with a variety of duty which will afford him the experience necessary for him to advance and excel within his particular rating (job specialty).

(7) Permanent changes of station and the expenditure of funds for transportation of dependents and household effects shall be reduced to a minimum, consistent with the requirements of the service.

(8) Primary consideration shall be given to individual professional military qualifications and the equitable distribution of foreign duty assignments.

(9) No person shall be assigned to any land-based activity outside the Continental United States during his first four months of active Naval service.¹⁸

¹⁸Enlisted Transfer Manual (Department of the Navy, Bureau of Naval Personnel, 1960), pp. 5-6.

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Two other policy statements are included in the Bureau of Naval Personnel Manual:

(10) As greater efficiency can be developed with permanent crews, the Chief of Naval Personnel does not approve of frequent transfers or of transfers made without regard to the best interests of the service. It has been found by experience that frequent transfers deprive the individual of his sense of personal interest and responsibility. However, due consideration will be given to individual requests for duty in particular ships or in certain localities.

(11) The Secretary of Defense has established the policy that members of the same immediate family will be assigned to the same duty station unless overriding needs of the service prevail.¹⁹

Organization for Distribution.

The implementation of the requirement for rotation and assignment as well as the policy guidelines of the Secretary of Defense and the Chief of Naval Personnel is accomplished to a great extent by activities which have been delegated the authority for transfers. Distribution authority and responsibility has been delegated to the Commander-in-Chief, Pacific (CINCPAC) and the Commander-in-Chief, Atlantic (CINCLANT) as well as to Enlisted Personnel Distribution Offices, Pacific, Atlantic and Continental United States (EPDOPAC, EPDOLANT and EPDOCONUS). Figure 1 presents an outline of the distribution system which provides for the transfer of personnel from shore duty to sea duty.

¹⁹Bureau of Naval Personnel Manual, op. cit., pp. 222-224.

SOURCES OF PERSONNEL

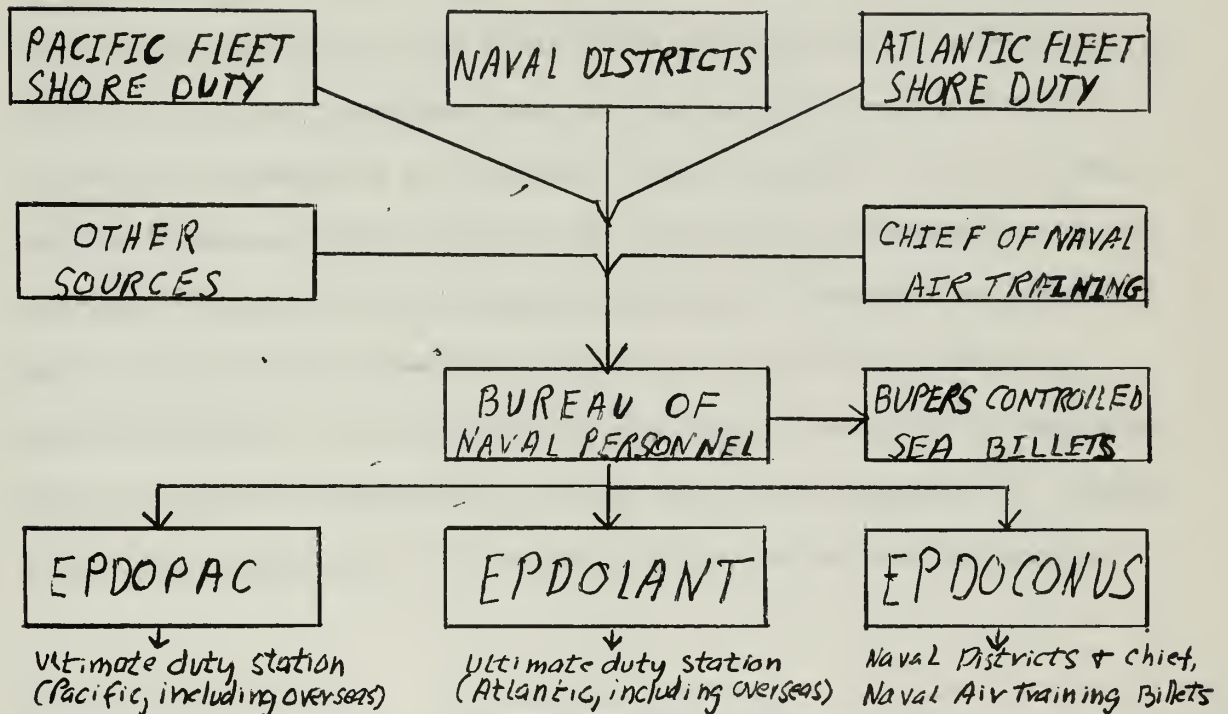


FIGURE 1

SEA ORGANIZATION DISTRIBUTION

The system for enlisted distribution involves the interactions of BUPERS, EPDOLANT, EPDOPAC and EPDOCONUS. Under this system the Chief of Naval Personnel exercises final distribution control by assigning available personnel to one of the major distribution commands or to one of the specific BUPERS controlled billets. Control of certain billets, rates and ratings is maintained in the Bureau of Naval Personnel. This tight control is maintained on the Communication Technician Rating, Air Controlmen, Musicians, all enlisted women, plus certain other ratings for reasons of efficiency. These groups are usually small, highly specialized, not subject to certain types of duty, etc., which makes separation of their control essential. As was previously stated, the

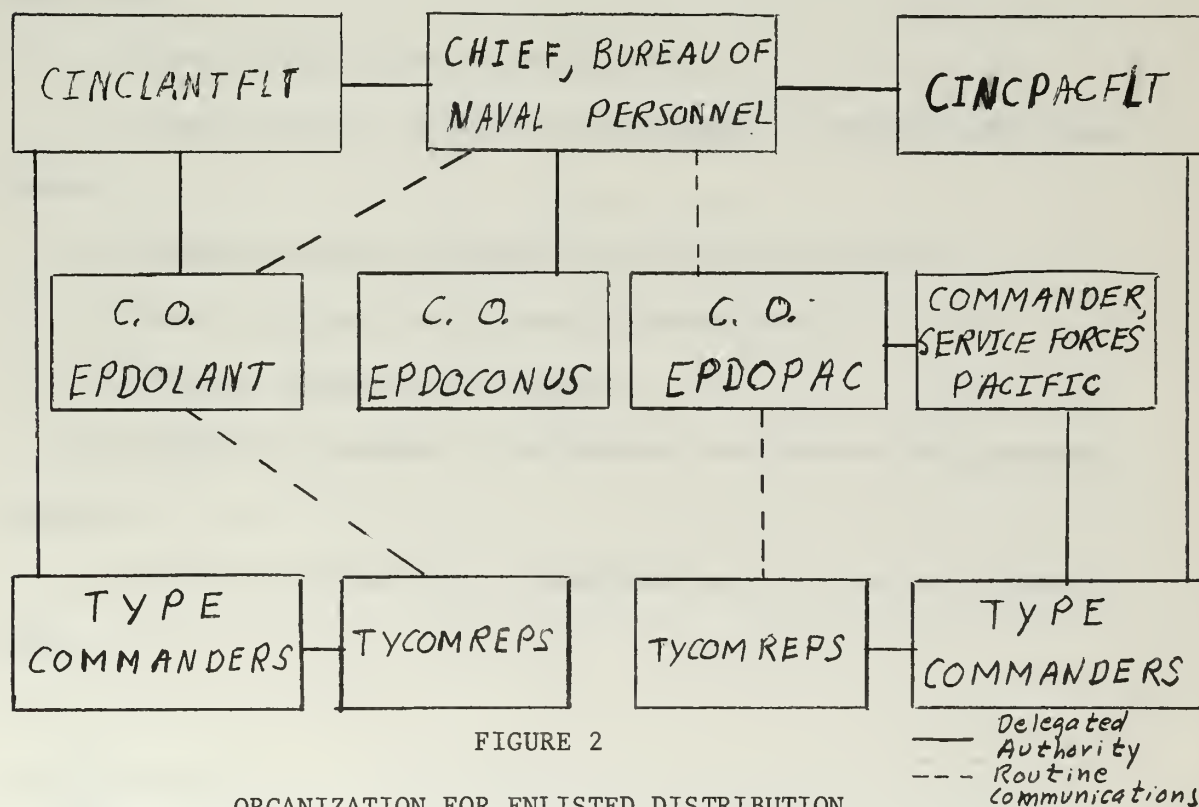
THEORY OF THE EARTH



THE EARTH'S INTERIOR

The Earth's interior is divided into several layers. The outermost layer is the Crust, which is about 100 miles thick. Below the Crust is the Mantle, which is about 900 miles thick. The Mantle is further divided into the Upper Mantle and the Lower Mantle. The Upper Mantle is about 400 miles thick and is composed of the Asthenosphere and the Lithosphere. The Lower Mantle is about 500 miles thick and is composed of the Transition Zone and the Core. The Core is about 300 miles thick and is composed of the Outer Core and the Inner Core. The Outer Core is about 220 miles thick and is composed of molten iron and nickel. The Inner Core is about 80 miles thick and is composed of solid iron and nickel.

Chief of Naval Personnel has delegated the control of enlisted distribution to the Atlantic and Pacific Fleet Commanders who exercise this control through the appropriate Fleet Enlisted Personnel Distribution Office. Further, the Fleet Commanders have sub-delegated a limited control to various Type Commanders for personnel within the Type. For efficiency, the Type Commanders have assigned representatives (TYCOMREPS) to sit in the EPDO to perform the distribution function. EPDOCONUS distributes personnel to all continental shore billets, and a few sea billets, except those which are controlled by the Chief of Naval Personnel, the Chief of Naval Air Reserve Training and the Fleet Commanders.²⁰ Figure 2 shows the organization for the distribution of enlisted personnel.



²⁰Enlisted Transfer Manual, op. cit., p. 11.

Under the enlisted distribution system, tour lengths at sea and ashore for each rating depend on the ratio of shore billets to sea billets for each rating. Effort is made to hold minimum tours ashore at 2 years and minimum sea tours at 3 years (2-4). These minimum tours are necessary in order to provide personnel stability.²¹

SEAVEY/SHORVEY system and procedures.

The heart of the enlisted distribution system is known as the SEAVEY/SHORVEY Distribution Program. Generally, the objectives of SEAVEY/SHORVEY are to promote maximum possible stability ashore and afloat, to permit planned reassignments and to permit equitable rotation opportunity for all career enlisted personnel. The following specific objectives contribute to the accomplishment of the general objectives:

- (1) More effective use of Naval schools.
- (2) Less inter-unit shuffling of personnel to replace unforeseen losses.
- (3) Meaningful and predictable tours afloat and ashore.
- (4) More efficient expenditure of travel funds.
- (5) Reduced frequency of movement.
- (6) Effective response to operational requirements and personal desires.
- (7) Equitable assignment to desirable and less desirable types of duty.

²¹Ibid., p. 14.

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(8) Maximum rotation advantages to career personnel.²²

SEAVEY, a list of personnel eligible for shore duty, operates with SHORVEY, a list of personnel eligible for sea duty, to form an interlocking distribution system that permits the planned rotation of personnel. For each rating in the Navy there are a given number of sea, shore and overseas billets. The ratio of the number of shore duty billets to the number of sea duty billets for each rate determines the sea/shore rotation for the rating. In order to help alleviate conditions in which a particular rating has very few shore billets, certain general military duty billets such as recruiters, Master-at-Arms, etc., are reserved for these ratings. Although the SEAVEY/SHORVEY system incorporates electronic data equipment for the processing of enlisted transfer data, ultimate assignment is made by a distribution control officer who endeavors to assign the individual as closely in accordance with his personal desires as is feasible. In general, personnel with the longest total Naval service and the most arduous recent duty will receive first preference where more than the required number of eligible personnel have requested a particular assignment or area. The lower men on the list for each rating are sent to areas for which there have been insufficient volunteers, attempting to get them as close to the area of their choice as is practicable. The fact that they did not receive their first choice is noted, which will guarantee greater preference on their next rotation.²³

²²Hotes, John L., "An Analysis of the Assignment and Rotation Policies of Naval Personnel" (Unpublished research paper, USNPGS Monterey, Cal., 1960), p. 3.

²³Ibid., pp. 4-6.

SEAVEY Procedures: Three times each year, on 1 January, 1 May and 1 September, the Bureau of Naval Personnel determines the number of personnel which will be required ashore during the 4 month period 10-14 months hence. Then BUPERS surveys all enlisted personnel on sea duty and on overseas shore duty for the SEAVEY list to meet shore duty requirements. From these surveys, a sea duty commencement cut-off date for each rating is announced, which tells an individual whose sea duty commenced on or before the cut-off date that he will be eligible for rotation to shore duty. Personnel Accounting Machine Installations (PAMIs) next prepare rotation data cards for personnel eligible for rotation. These cards are forwarded to the individual's unit or activity for inclusion of certain information including individual duty preference. The cards are then sent back to the PAMI, where the data is transferred to SEAVEY cards which are sent to the Bureau of Naval Personnel. From these cards, BUPERS and other cognizant distribution activities make the transfers.

Certain additional rules and regulations apply to SEAVEY. In order to be eligible for SEAVEY, personnel must have sufficient obligated service to provide at least 24 months active duty obligation from the last order issuing month of the SEAVEY for which he is eligible.

Personnel on the SEAVEY who indicate a preference for overseas shore duty are given first priority for assignment to vacancies in overseas shore billets. When an insufficient number of personnel are available from the SEAVEY, personnel completing shore duty may be assigned to overseas shore duty or other overseas service. However, personnel ordered to overseas service shall have obligated service sufficient to

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insure completion of the tour prescribed for the area to which ordered.²⁴

SHORVEY Procedures: In the case of rotations from shore to sea duty, three times each year the PAMIs survey all personnel whose shore tour completion dates are 12-15 months hence. From this survey, rotation data cards are prepared and forwarded to the individual's command. Again, preferences and other data are gathered from the individual and the cards returned to the PAMI who prepares a SHORVEY data card for forwarding to BUPERS. SHORVEY information is also made available to Fleet Enlisted Personnel Distribution Offices for non-rated personnel on Fleet shore duty. Individual transfers are made by BUPERS or the cognizant distribution office. In the case of rotation to shore duty, personnel must have 12 months obligated service remaining beyond their tour completion date to be eligible for transfer. Otherwise, they will remain in their present sea billet until expiration of enlistment.²⁵

Other Transfer Procedures.

Formal training in one of the many service schools available in the Navy is a likely result of a transfer. Individual Commanding Officers must recommend personnel for service schools based on evaluation of mental attitude, scores on Navy tests, physical characteristics, experience, aptitude, etc. Most school rotations occur between a normal sea/shore or shore/sea transfer. After completion of the training the individual is then reassigned in accordance with normal rotation procedures. To be eligible for service schooling the individual must have obligated service commensurate with the amount of schooling.

²⁴Enlisted Transfer Manual, op. cit., pp. 17-29.

²⁵Enlisted Transfer Manual, op. cit., pp. 121-122.

No-cost transfers are transfers outside of normal SEAVEY/SHORVEY procedures in which an individual is willing to pay for transportation and moving costs to establish himself in a new location. These are allowed where it would be highly beneficial from an individual morale standpoint, but is not justifiable in view of the expenditure of government funds required.

Humanitarian assignments are also made outside the SEAVEY/SHORVEY system. These are made to alleviate a hardship of such a nature that it cannot be resolved by emergency leave. Normally, such transfers are made for a maximum of 4 months, but may be longer if the case warrants.

CHAPTER III
COMPARATIVE ANALYSIS

The first part of the paper discusses the importance of the study and the objectives of the research. It then proceeds to a literature review, followed by a description of the methodology used in the study. The results of the study are then presented, followed by a discussion of the findings and their implications. Finally, the paper concludes with a summary of the main points and a list of references.

CONCLUSION

CHAPTER III

COMPARATIVE ANALYSIS

Having reviewed pertinent aspects of progressive transfer policy and the Navy's policies and procedures for the rotation of enlisted personnel, a comparison of the two is now in order.

The first policy aspect subject to comparison is that of formal versus informal policy. Generally speaking, the advantages of formal policy are overwhelming for large organizations and the Navy has unquestionably formalized its transfer policy. Policy statements are included in manuals, notices, directives and instructions for the enlightenment of all Navy personnel. It is evident that formal procedures and guidelines have been laid down by the Chief of Naval Personnel and others for the use of managers actually engaged in distribution. It is also evident that preplanning to meet upcoming demands for rotation is accomplished under the SEAVEY/SHORVEY procedures. Further, the training efforts of the service are integrated into the transfer system to permit rotation to service schools between permanent duty assignments. Individual tour lengths have been formalized which account for normal sea and shore rotation for all rates and ratings, as well as irregular tours in overseas billets. One can certainly not criticize the Navy for lack of formality in its transfer policy, a formal system such as this is absolutely necessary in such a large organization. The only criticism which may now, or at some future date, be applicable, is that the system is too formalized, thereby stifling individual incentives and ideas and preventing meaningful individual rotations which, although they may not be in strict alignment with existing policy and procedure, would be of benefit both to the Navy and the individual.

It was stated in Chapter I that without accurate knowledge of the positions into which individuals will be transferred effective movement is difficult. In this regard the Navy has established standards, of a sort, for each squadron, ship or activity in the Navy. This is the system of complements and allowances in which the mission of a unit becomes the basis for the numbers of each rate and rating which the unit will be allowed. Thus, a Chief Aviation Electronics Technician would logically be transferred for sea duty to an aircraft squadron and would not expect to find very many of his kind in the one particular unit. In such a transfer the Chief Petty Officer can expect that he will be asked to perform certain duties in his new unit both related to his knowledge of aviation electronics equipment and to his knowledge and ability as an experienced Navy Petty Officer. Additionally, the detailee making the transfer is assured that the unit has a need for such an individual, and he also knows how many of this type of specialist the particular unit needs for efficient operation. Admittedly, such a system has faults, individual differences within a rate and rating can probably not be closely accounted for by distribution officers, nor can they know of differences within a unit which may cause problems for certain personalities. The burden of this aspect of transfer policy in the Navy falls on the unit managers, the Commanding Officers, Executive Officers, Department Heads and Division Officers who know the individual enlisted personnel best. It is their duty, upon receiving men, to assign responsibility and authority which is commensurate with individual differences, as well as with rate and rating. It is also their responsibility to report instances of unusual individual ability (negative or positive) or

The first of these is the fact that the United States is a young nation, and that its history is a history of growth and development. The second is the fact that the United States is a nation of immigrants, and that its history is a history of the struggle for a better life. The third is the fact that the United States is a nation of free men, and that its history is a history of the struggle for freedom. The fourth is the fact that the United States is a nation of peace, and that its history is a history of the struggle for peace. The fifth is the fact that the United States is a nation of progress, and that its history is a history of the struggle for progress. The sixth is the fact that the United States is a nation of justice, and that its history is a history of the struggle for justice. The seventh is the fact that the United States is a nation of love, and that its history is a history of the struggle for love. 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of unusual unit requirements for the future use of distribution personnel. The process of fitting the man to the job in such a large organization is impossible to perform adequately without the knowledge of those who know the men and the job requirements best.

The next aspect of transfer policy is that of line versus staff in transfer responsibility. It was recommended previously that line should have ultimate responsibility for transfers, with staff providing advice and recommendations; one set of authors has recommended a single executive or office for all transfers. This recommendation is certainly complied with by the Navy. The Chief of Naval Personnel is the single line executive responsible for all rotations of members of the Naval service. The size of the organization has prevented him from using one office for this responsibility, and the use of Enlisted Personnel Distribution Offices which take up a large measure of the enlisted transfers has been necessary. All these offices and the personnel involved in transfers do, however, derive their responsibility from the Chief of Naval Personnel. In making these transfers, the reports and records which a personnel office in a civilian firm might provide are available to the distribution officers. These include reports on past performance, duty preference, service records, test results, aptitudes and abilities and other necessary personal information.

The matter of seniority in transfers is handled by a single policy in the Navy. There is no loss of seniority as regards seniority in rate or in length of service when an individual is transferred. Not only is seniority of rate and length of service protected, but also there is a seniority of rating system which holds throughout the Naval Establishment.

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The rating of Boatswain's Mate is the most senior, thus a Master Chief Boatswain's Mate (E-9) would be the most senior enlisted man in a unit unless there was another Master Chief Boatswain's Mate with more time in service. This system of seniority has generally worked well within the Navy. Since seniority is related to pay and retirement benefits any adjustment due to a transfer would have adverse effects on morale. Seniority of new members in a unit is generally well respected, the isolated cases of antagonisms which develop are certainly insufficient to warrant a change.

The next policy item which was covered in Chapter I was the statement that versatility transfers should be based on past performance, merit and aptitude. While it may be stated in general that all transfers in the Navy are versatility transfers, that is, they have as one of their reasons the broadening of individual ability and experience, the true enlisted versatility transfers are those involving rotation to service schools or other educational or training activities. In almost all cases, these transfers are based on the recommendations of the individual's Commanding Officer, who considers past performance, ability, aptitude, intelligence, physical characteristics, etc., before recommending the individual for transfer to a school. It is, of course, foolish to transfer men to training facilities when their abilities and prospects for advancement are bleak.. In general, the system works well, those who are recommended and do attend schools usually pass the course of instruction and perform well after their graduation. The main problem with the system today, however, is that Commanding Officers are unable to predict whether an individual he sends to school will remain in the Navy. Based on statistics he could probably predict that the individual would not,

for the Navy spends millions of dollars annually training personnel who return to civilian life as soon as possible. In an attempt to offset this trend, there is a further requirement for obligated service before an individual may attend such schools, however, there is a limit as to the additional obligated service that may be imposed and the effect has been that the Navy uses the educated individual for one or two more years, after which he returns to civilian life.

Some policy elements that have been recommended for publishing and publicizing are applicable to the Navy:

(1) A plan of job relationships - there is a requirement that each unit or activity have a formal organization manual which outlines general departmental and divisional duties, as well as some individual duties. Additionally, each division maintains organization charts outlining lines of authority and often detailed individual responsibilities.

(2) When and under what circumstances transfers will be made - the tour lengths for sea and shore tours for each rate and rating are outlined in the Enlisted Transfer Manual and in current notices and directives published by BUPERS. Additionally, procedures for requesting transfers on other than normal rotation dates are outlined, as well as processes for hardship transfers and transfers to schools. Although these procedures are well covered and are available to all personnel, experience has shown that there is some lack of understanding of all the rights and privileges of the enlisted men in relation to transfers. A series of presentations by the personnel department of a unit, either to incoming members or periodically to all personnel of the activity could probably alleviate some confusion, and help each man in learning to control his destiny to some extent.

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(3) Channels for routing requests are contained in unit directives and BUPERS manuals and directives. They are also known to all unit personnel workers. This is another aspect that could be included in indoctrination or periodic presentations.

(4) Transfer effects on seniority rights are not an issue.

(5) Requirements for acceptance of a transfer - these requirements are outlined in the Uniform Code of Military Justice. Generally speaking, a transfer is a direct order from an officer of the Navy and must be carried out, or the individual is subject to disciplinary action.

Further policy requirements which apply to the Navy's rotation system are:

(1) Uniform application throughout the organization - although there have probably been instances where individual friendships or prejudices have caused minor inequities, the system is applicable throughout the Naval Establishment.

(2) Careful consideration of each transfer - due thought and consideration goes into individual transfers consistent with the heavy transfer load. Assuredly, more time for individual analysis would improve transfers, but the costs of creating such a system probably would outweigh the additional benefits to be gained. There is one aspect however, in which some personal analysis could pay big dividends, and that is in the case where individual requests for transfers out of a particular unit occur. Analysis of the real reasons for these requests might uncover heretofore unknown areas of weakness which may be remedied to the benefit of the organization.

(3) Assumption of duties on a temporary basis is not feasible for a large military organization.

(4) Cooperation for the transfer policy is definitely sought at all levels, however, the problem of sub-optimization is a difficult one to overcome. Each individual command has an incentive to protect itself as much as possible, and competition for individual talent can sometimes be to the detriment of the Navy as a whole, however, though there may be considerable individual griping at the assignments resulting from transfers, the overall broad policies and objectives are understood and cooperated with.

(5) The costs of military transfers must also be considered. The costs are generally controlled by the policies and procedures which outline tour lengths, requirements for overseas personnel, shipping allowances, etc. If the Navy is to continue its policy of frequent rotation, considerable amounts of money in transportation costs, training costs and other hidden costs will be felt. Individual distribution officers have little control over this aspect, although a recent policy has been to decrease the number of cross-country transfers.

(6) Finally, the following-up of transfers is an essential aspect in the Navy rotation and assignment system. This responsibility falls again on the shoulders of the unit managers, who must successfully integrate each new assignee into the overall unit effort, or conversely, fill gaps caused by transfers out of the activity with personnel who remain. This is a continuous training and supervisory effort requiring the diligent support of every Division Officer, Department Head and Commanding Officer.

CHAPTER IV
CONCLUSIONS AND RECOMMENDATIONS



CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

As is evident from the preceding comparative analysis, the Navy's policies and procedures for the rotation and assignment of enlisted personnel do not vary significantly from the pertinent elements of progressive transfer policy outlined by various authors in the fields of personnel and human relations presented in Chapter I. This, of course, does not prove that the basic elements of the Navy's rotation system and the procedures which carry out these policies do not have a detrimental effect on the Navy's turnover rate, it is only an indication that no major progressive policy requirements have been seriously violated. There are other areas which can provide food for thought, if not for additional research.

An Aerospace Power Study written by LT James B. Archer, reported on the feasibility of a home base concept for Air Force personnel. The system as envisaged by Archer would allow an individual being transferred to overseas duty to elect reassignment to the continental United States base from which he departed after his overseas tour had been completed. Several benefits including savings in travel and household goods payments, less training requirements, ability of individuals to more readily purchase homes in an area, plus other benefits, were outlined by Archer.²⁶

²⁶Archer, James B. LT, USAF, "Feasibility of a Permanent Home Base Concept For USAF Personnel" (Unpublished research paper, Air University, Maxwell Air Force Base, Alabama, 1962) pp. 5-10.

the first of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the first of the great principles of the American Revolution. The second of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the second of the great principles of the American Revolution. The third of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the third of the great principles of the American Revolution. The fourth of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the fourth of the great principles of the American Revolution. The fifth of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the fifth of the great principles of the American Revolution. The sixth of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the sixth of the great principles of the American Revolution. The seventh of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the seventh of the great principles of the American Revolution. The eighth of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the eighth of the great principles of the American Revolution. The ninth of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the ninth of the great principles of the American Revolution. The tenth of the great principles of the American Revolution, the right of the people to be free from the oppression of a tyrannical government, was the tenth of the great principles of the American Revolution.

THE HISTORY

OF THE UNITED STATES

I. C. Ross and A. F. Zander reported in Personnel Psychology the results of a study into the degree of need satisfactions provided by the job. In conjunction with on-the-job need satisfactions, they also examined the degree to which the employment situation limits satisfactions which the worker can receive from his family and community. Ross and Zander found that the extent to which the job interferes with family and community satisfactions is related to turnover as strongly as the failure to receive need satisfactions on the job. However, interference with off-the-job sources of satisfaction is not related to experiencing dissatisfaction on the job. The authors interpreted these results to mean that there are essentially two different kinds of reasons for leaving an organization and that some people leave for both reasons, the job does not satisfy needs and it interferes with outside sources of satisfaction.²⁷

Perhaps a factor in the high turnover currently being experienced in the Navy which might be related to the Navy's basic transfer objectives is that of frequent rotation and the impermanence of location. Normal shore tours vary by rate and rating from 24 months to 54 months (very rare), with a good average at 36 months. Sea duty tours also vary, usually between 24 months and 48 months, with these usually being on the high side of 36 months. Most men, then, are experiencing a move every 3 years, or probably more aptly stated, six to eight moves in a normal twenty year career. Frequent moves of course, have disrupting effects

²⁷I. C. Ross and A. F. Zander, "Need Satisfactions and Employee Turnover", Personnel Psychology, Vol. 10, 1957, pp. 327-328.

on family life, especially for children of school age. It is difficult to become an active member of community life, and often difficult to build equity in property, which often causes unreimbursed personal losses when property must be sold on short notice. Both the Air Force and the Army, who incidentally also suffer unacceptable turnover among enlisted personnel, rotate their personnel frequently. The Air Force, according to the Air Force Manual 3911, has no standard tour length for duty in the continental U. S., however, CONUS tours are a guaranteed minimum of 12 months. Overseas tours vary considerably, with 12 months being the normal minimum tour and 36 months the normal maximum tour without an approved extension, tour lengths varying according to degree of isolation, whether dependents are accompanying the serviceman, etc.²⁸ Army Regulation 614-30 outlines Army tours, in their case a normal stateside tour is 18 months while overseas tours vary from 12 months to 36 months, with a maximum allowable of 5 years overseas.²⁹

The picture is not, of course, all black. There are many who would argue for frequent change, a chance to see the world and the educational values of new and varied locations. The proper analysis, however, is one of marginal analysis. Are the benefits to be derived from less frequent moves or 'semi-permanent' base concepts greater or less than the benefits to be derived from frequent rotation. With a permanent change of station

²⁸Air Force Manual 3911 (Department of the Air Force) Chapters 1 and 7.

²⁹Army Regulation 614-30 (Headquarters, Department of the Army, Washington 25, D.C., 24 Apr., 1961) pp. 17-21.

travel allowance budgeted at \$159,000,000 for fiscal year 1965,³⁰ it is obvious that less frequent transfers could result in considerable cost savings. The aspect of home and community need satisfactions is another argument for less frequent rotation. The idea of a 'semi-permanent' home base might prove feasible for the Navy. In the Quonset Point, R.I. area, for instance, an enlisted man might easily remain 9 - 12 years, rotating between sea and shore duty on the aircraft carriers, aircraft squadrons, the Naval Air Station and the Fleet Air Wing. Such a rotation plan could easily fit into existing SEAVEY/SHORVEY procedures. Another move to decrease rotations and perhaps increase personal satisfaction would be to ask all individuals currently serving a sea or isolated tour if they actually desire transfer to shore duty when the periodic rotation data cards are forwarded to individual units and activities. Personnel willing to serve an additional tour could be allowed to do so. An often heard argument in favor of frequent rotation is that it is a necessity if the individual is to gain experience and training and be eligible for promotion. On the other hand, the readiness of each and every unit in the Navy suffers when qualified petty officers are rotated out; if a stabilizing force of men who were experts on the unit's equipment and internal workings were maintained, with rotating officers providing new ideas and new methods as needed, perhaps the capability of the Navy and the satisfaction of the enlisted personnel would both be enhanced.

³⁰Department of the Navy Budget Digest FY 1965 (Office of the Comptroller, Washington 25, D.C., 30 Oct., 1964) p. 48.

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The comparison of the Navy's rotation and assignment policies and procedures with the policies advocated by many students and practitioners of personnel management has served to point out that no serious flaws exist in the Navy's management of its transfer requirements. This should lead to further search for the underlying causes of the current manpower problem being faced; consideration of alternative goals on which rotation and assignment policies and procedures could be based is one area which might prove fruitful.

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